

The USAID Colombia current strategy has three objectives:

- 1) Promoting more responsive, participatory and accountable democracy,
- 2) Stemming the flow of illegal drugs into the United States by encouraging small producers to join the legal economy through licit economic activities and infrastructure projects, and
- 3) Relieving the plight of Colombian refugees, i.e. internally displaced persons and other vulnerable populations.

With regard to the first strategic objective, USAID is strengthening Democratic Governance (DG) practices in Colombia through support for national initiatives (both State and civil society) to improve access to justice, increase efficiency and equity in the Colombian judicial system, strengthen human rights, and foster transparency and accountability throughout the Government with the support of civil society.

Through its programming to strengthen human rights, USAID has supported State, governmental and non-governmental activities that seek to prevent human rights abuses before they can occur. To this end, USAID has promoted and financially supported a number of critical activities with each of these national actors, some of which are described below.

Prevention

Government (“Estado”). USAID through its existing human rights program has sought to strengthen official institutions and procedures that are essential to ensuring the State’s compliance with its human rights obligations. An example is the extensive support provided to the *Procuraduría General*, especially its *Delegada de Prevención*, which has created, among other things, a national database of complaints and related information. This database monitors and analyzes patterns of alleged abuse by public officials, as well as tracking the State’s response to violations when they occur. As a result, the *Procuraduría* is implementing a strategy for preventing human rights abuses before they take place.

Another USAID-funded project illustrating the program’s commitment to prevention is the Early Warning System [*Sistema de Alertas Tempranas - SAT*] based in the *Defensoría del Pueblo*. USAID is committed to strengthening the EWS by improving its capacity to monitor threats throughout the country, and by contributing to making it self-sustainable within the *Defensoría*. At the same time, it is working with the government authorities represented on the Inter-institutional Commission for the Early Warning System [*Comité Interinstitucional de Alertas Tempranas - CIAT*] to improve the timeliness and effectiveness of the Committee’s responses to the Risk Assessments [*Informes de Riesgos*] issued by the EWS. To this end, USAID will promote the adoption of laws and regulations to govern and strengthen the CIAT’s operations. USAID funded an independent, external assessment of the system and in partnerships with State and civil society organizations is promoting the implementation of the study’s recommendations. (See ANNEX D - entitled MSI Evaluation of Colombia’s Early Warning System). Through its support of the EWS and CIAT, USAID’s goal is to support Colombian initiatives for improved responsiveness of the Human Rights system in prevention, and greater accountability in the case of inadequate responses; as well as to ensure adequate long-term and sustainable Colombian funding for these critical functions.

Finally, USAID has backed initiatives designed to generate more responsive public policies on prevention at the municipal, departmental, regional and national levels. (The same is true for protection and response.) By collaborating closely with Colombian authorities at all levels of government, experts are helping authorities to incorporate a broad human rights dimension into the development policies [*planes de desarrollo*] of numerous regional departments and municipalities around the country. The same is true for the action plans [*planes de acción*] designed to implement those policies. These decentralized policies and the corresponding plans of

action promote measures intended to achieve better levels of prevention, as well as enhanced protection and state response, in most, if not all regions of the country.

Civil Society. Through its program of grants (*donaciones*) to civil society, USAID sponsors projects aimed at preventing human rights abuses, especially those against the most vulnerable or marginalized sectors of Colombian society. For instance, in the most recent round of grant-making, a number of organizations representing indigenous groups from various regions of Colombia received assistance for the development of local and regional strategies for dealing constructively with the conflict in their respective domains. Most of these NGOs sought to participate more actively in the development and implementation of public security policies in their regions as a way of preventing further abuse of indigenous leaders and activists by the armed actors in zones of conflict. USAID support of civil society goes well beyond a Grants Program, and is actually a much more integrated, cross-cutting component within Prevention, Protection and Response including dialogue between government and civil society and educational activities with communities and at institutes of higher education, as outlined below.

In addition, the USAID funded program has invested heavily in human rights education at various levels. It has collaborated with public universities throughout Colombia to train and support a nation-wide network of human rights specialists [*red de promotores en derechos humanos*]. USAID seeks under the new program to promote human rights training at the local level through educational programs implemented via the Justice Houses [*Casas de Justicia*] and Peaceful Co-existence Centers [*Centros de Convivencia*]. While establishment of these *Casas* and *Centros* are sponsored, respectively, by separate USAID justice and peace programs; important synergies for their use as platforms for Human Rights program activities are expected. In addition, USAID currently cooperates with the Ministry of Education to develop educational programs on human rights and international humanitarian law.

Protection

Protection of individuals, communities and certain sectors of Colombian society that are targets of political violence and thus especially at risk, is another priority for USAID. USAID currently supports the Ministry of Interior and Justice's protection program. An inter-institutional committee which includes NGO representatives as well as state and government authorities carries out risks assessments and provides both "hard" and "soft" protection measures to eligible candidates.

Another face of the Protection Program is the Communities at Risk [*Comunidades en Riesgo*] program, which brings civil society together with national, regional and municipal authorities, in an effort to improve the protection of high risk communities at the local level.

As noted already, USAID has actively supported the development of public policies and action plans at the national, departmental and municipal levels that seek to decentralize the means by which the state's obligation to respect and ensure respect for human rights is institutionalized. One of the stated goals of this program is to increase the levels of protection afforded to civil society and those sectors that are especially vulnerable to abuse by the parties to the conflict; such as human rights defenders, Afro-Colombians and indigenous groups.

Finally, through its grant-making activities, USAID is similarly contributing to efforts by human rights and civil society organizations to develop effective protection projects in their own communities.

Response

Clearly, the increased capacity of state and civil society actors to prevent human rights violations, and to protect vulnerable sectors of Colombian society from the conflict's negative fallout, should go hand in hand with an increased capacity to respond to abuses when they occur. While the State must "respond" to

requirements to prevent and protect against emerging human rights threats or abuses; in the context of post HR violation reaction, “Response” for the GOC means primarily, (though not exclusively), the State’s practical ability to meet its constitutional and legal obligations to investigate abuses of human rights, clarify responsibilities, and punish the perpetrators.

USAID has likewise contributed to strengthening official response capacity by promoting an improved coordination among the various competent government entities responsible for human rights issues; in particular, between the Office of the Vice-Presidency and the Ministry of the Interior and Justice.

Civil society has played an important role in this area as well. Accordingly, USAID has supported a wide range of activities to reinforce civil society’s capacity to promote effective responses to human rights abuses. USAID has sponsored CSO and NGO projects aimed at complementing or improving the state’s response to violations, in addition to enhancing prevention and protection activities. In addition, USAID has supported: NGO monitoring of the peace process including the process of promulgation and implementation of the [Justice and Peace Law](#); and assistance to victims and initiatives to bring about a more effective dialogue between the government and civil society on human rights policy and practice. Through these and other projects USAID seeks to promote the articulation of effective civil society coalitions and the formation of alliances with the Colombian authorities, as well as with the private sector.

USAID Colombia Program (2006-2010)

The Overall Goal of USAID/Colombia programs under the Andean Counterdrug Initiative (ACI): Sustainable reduction in the production of illicit drugs and the promotion of Peace in Colombia.

The U.S. STATE DEPARTMENT/USAID Goal : Advance the growth of democracy and good governance, including civil society, the rule of law, respect for human rights and religious freedom.

The [USAID/Colombia Mission strategy for the period 2005-2008](#) is comprised of three Strategic Objectives: SO1 Democratic Governance, SO2 Expanded Economic and Social Alternatives to Illicit Crop Production, and SO3 Support to Internally Displaced Persons and other Vulnerable Groups. Any future adjustments to this strategy are expected to track relatively closely with the present strategy. (See Annex entitled USAID Colombia website).

USAID/Colombia Strategic Objective 1 (SO1 program 514-007): Enhanced Democratic Governance

SO1 focuses on enhancing democratic governance at the national and local levels (with priority, when possible, to targeted growth corridors); to extend the presence of an accountable, legitimate and a just state, *particularly to address the needs of traditionally underserved regions and populations*. This will be accomplished through the consolidation and Colombianization of three comprehensive; inter-related, mutually reinforcing and inter-dependent programs, as represented below. These intermediate results address the most critical challenges to democratic governance in Colombia, they are:

- ***IR 1: Justice Reformed and Modernized:** to implement reforms at national, regional and local levels in order to foster a more transparent, democratic, and effective Colombian judiciary. The program will broaden access to free and timely legal services for millions of economically or socially disenfranchised, violence impacted and/or geographically marginalized Colombians, especially those in rural conflict affected areas.
- **IR 2: Enhanced Respect for and Protection of Human Rights (HRP):** continuing to prevent egregious human rights violations through various prevention and protection mechanisms such as the Ombudsman (*Defensor del Pueblo*) Early Warning System (EWS) and will promote respect and awareness of human rights, particularly among vulnerable populations.

- **IR 3: Enhanced Participation, Representation and Accountability:** implementation of a variety of enhanced citizen participation in local governance processes, political party strengthening and transparency and accountability initiatives within political processes.

NOTE: While there are synergies between all three components, *the second area -- IR 2 the Human Rights Strengthened Program (HRP) -- is the exclusive focus for this contract's statement of work.

Key Intermediate Results areas formalized for the USAID/Colombia Strategic Results Framework: FY 2005-2008 are expected to remain essentially unchanged through FY2010, with the following important caveat. Currently, the USAID/Colombia Strategic Management Plan Objectives are only approved until September 30, 2008. **The contractor is herein notified that while USAID/Colombia anticipates the associated Strategic Objective will be amended to extend it until 2010; such an amendment is by no means certain and the contractor must program accordingly.**

III. DESCRIPTION OF THE STATEMENT OF WORK

The USAID/Colombia Mission requires technical, training, logistics and grant administration assistance in support of Colombia's efforts to enhance and broaden the respect for human rights and international humanitarian law. During 2006-2010, USAID/Colombia seeks to build sustainability within ongoing and future human rights strengthening projects funded by USAID in support of the Colombian State and civil society.

For the purposes of this contract, civil society is to be interpreted broadly to include non-governmental organizations (NGOs) in addition to academia, universities, media, private sector, Chambers of Commerce, alliances, communities, networks, victim's groups, etc.

Activities shall include:

- institutional strengthening for civil society organizations;
- improved interaction, policy dialogue and cooperation between government and civil society;
- greater support for vulnerable groups including: indigenous, Afro-Colombians, internally displaced persons, disabled, women and children;
- strengthening civil society organization (CSO) capacity to participate in and impact on the formulation and the implementation of public policies;
- reinforced CSO capacity to monitor, verify, and report on human rights abuses and to assist CSOs in documenting the situation of victims to help create and preserve a "historical truth", as well as reporting on government and state responses to human rights abuses;
- support victims and the vindication of their rights to truth, justice and reparations;
- promote reconciliation and restorative justice;
- promoting human rights education with a focus on reconciliation in schools and for the general public;
- public awareness campaigns on human rights including knowledge and use of international human rights mechanisms, such as the Inter-American Human Rights System;
- strengthening non-governmental networks and alliances at the local, regional as well as national levels; and
- promotion of the sustainability of CSOs.

As to the Government of Colombia, the contractor shall support selected state and government institutions in their individual and collective roles to promote and protect human rights effectively. This shall include strengthening:

- the constitutional mandated independent citizen protection and oversight roles of independent state oversight entities such as the National Ombudsman Office (Defensoria del Pueblo) and the Office of the Inspector General (Procuraduria General de la Nacion);
- the Early Warning System (EWS) administered by the National Ombudsman's Office as well as the response mechanism, known as the Inter-Institutional Commission for Early Warning (CIAT);
- the Ministry of the Interior and Justice's Protection Program;

The Contractor will also assess and strengthen the functions and capacity of;

- the Communities at Risk Project;
- the Vice-President's Human Rights Program.

Related to the implementation of the Justice and Peace Law and its implementing regulations, the Contractor shall:

- promote victims' rights to truth, justice and reparations.

This will include support to:

- strengthening the role of the Defensoria and Procuraduria to assist victims;
- organizations providing legal assistance and defense to victims;
- enhance public awareness about the law, such as the rights, roles and responsibilities of the various actors; and
- entities documenting the historical truth;

The Contractor shall support individual and collective efforts of State, government and civil society to promote and achieve objectives of:

- national initiatives to develop, coordinate and implement National Human Rights Policies;
- formulation and implementation of a National Human Rights Action Plan, which has been in development since 1993;
- increased and strengthened policy dialogue and cooperation between government and civil society; and
- effective channels for dialogue and interaction with state and government officials in the context of a true "democratic culture", with a view to promoting greater accountability around the effectiveness of government and state programs;

A particular emphasis should be placed on the underreported but endemic problem of gender-based violence as a cross-cutting issue.

Program Focus and Priority Implementation Areas:

In early 2006, USAID/Colombia conducted a broad-based consultative process with both governmental and civil society organizations (both in Colombia and in Washington) on the development of USAID's new Human Rights Program (HRP) in Colombia for the period 2006-2010. These consultative meetings were designed to engage stakeholders in an open discussion of the goals and priorities of USAID's upcoming program. The overarching objective was to obtain recommendations and feedback which has served to guide and reshape the new design of the program. A number of issues and concerns were expressed about current programs, and suggestions were made as to how to improve the program. The national and international human rights groups also highlighted their opinions of the strengths and weaknesses of specific Colombian government entities involved in human rights promotion and protection. While developing the proposal for

the new human rights program, the contractor should review and consider the concerns outlined in the same document, provided in the Annex section to this RFP – specifically, the [USAID human rights concept paper and the conclusions and recommendations from the open civil society consultations both in Colombia and Washington](#)).

Partnership with international CSOs with relevant experience in Human Rights: USAID encourages the contractor to develop a strategic partnership with one or more international CSOs capable of offering an advisory role in the implementation of the new program. The partnership does not necessarily have to be contractual, rather it can be more of an understanding between the Contractor and the partner(s), which shall serve to provide technical and/or advisory input to the Colombian human rights groups as a way of contributing to the overall objectives of promoting their institutional strengthening and sustainability.

The functions that international CSOs perform differ, depending upon the purposes for which they were established, their resources, the geographic regions in which they operate and the nature of their membership. The methods CSOs employ in the pursuit of their goals also differ from group to group. Some choose to resort to only one or a limited number of techniques or activities, be it the preparation of reports, the filing of complaints with international organizations, the promotion of international legislation, or lobbying before national and international bodies, etc. Others use all of these tools depending upon the circumstances. Some CSOs limit themselves to the protection of specific groups or to specific concerns. It is expected that international partners will share lessons learned and international best practices with Colombian CSOs.

Colombianization: USAID will focus on striving towards “Colombianization” of programs, in order to increase ownership, design, implementation and thus sustainability of the programs once USAID funding ends. The new HR strategy proposed will emphasize the need for the GOC, Congress and other State actors to sustain the programs currently supported by USAID and the international community. A major milestone for future HR capacity building efforts will be to expect that by 2010 Colombia has consolidated a strong HR protection system implemented by State entities dedicated to HR issues. The central goal for the strategy will be that the State will largely assume HR program leadership (i.e. managerial, technical and financial ownership) by 2010. It is expected that the partnering of international CSOs will strengthen the program’s ability to more effectively implement a technically sound and socially vetted human rights program.

Emphasis on Fundamental Rights: The strategy focus will be primarily on fundamental rights, or what are historically known as the “first generation of human rights”, e.g. the fundamental rights that require protection or immediate response from the State to guarantee the right to life, integrity, freedom and personal security. These “core human rights” have been the most affected rights during the armed conflict, and therefore require urgent and effective responses by the Colombian Government. While focusing on these core human rights, the importance of other “second-generation” economic, social and cultural rights is also recognized, and other USAID/Colombia programs, as well as both donor and the GOC, prioritize assistance in these areas. In addition, in keeping with a more integrated approach, the USAID/Colombia human rights program may complement these other programs by providing limited support to second-generation rights areas, especially when their violation is a result of the armed conflict and/or if allowed to deteriorate would affect upholding fundamental first-generation rights.

Focus on the Most Vulnerable Populations:

Regional and Under-Represented Populations Focus: The program will prioritize assistance to those regions and communities demonstrating the highest incidence of threats to violations of human rights, with emphasis on securing prevention of, protection for, and response to human rights abuses for the most vulnerable and threatened individuals, groups and communities at risk. Priority HRP beneficiary areas will be identified in consultation with key State partners, the CSO and NGO community, and the US Mission. Particular attention will be directed to the needs of human rights advocates and defenders; as well as priority economically and socially marginalized, conflict affected populations as identified by State

partners and the human rights community, in both rural and urban areas. The criteria that the focus will be in those areas “where most human rights violations occur” may change, given the dynamics in Colombia and the contractor should propose criteria for dealing with this potentially changing situation. Many such populations have been formally designated by the Colombian Presidential Agency for Social Action and the Presidency’s Center for Coordination of Integral Action (CCAI) as eligible for additional assistance as populations residing in priority development zones. (SEE ANNEX B entitled, “CCAI Map: Special Priority Development Zones”). Where appropriate, these priority areas should be considered.

Conflict Impacted and Rural Populations: Activities will be emphasized with populations most affected by violence, internal conflict, and in localities where there is a minimal presence of State institutions, services and security. These are populations most vulnerable to violation of fundamental rights and therefore will be priority target groups for assistance. The program will work with vulnerable populations in marginalized urban sectors, as well as in rural, high-conflict zones. Given the changing political dynamics of the country, the conflict-affected areas and persons will continuously change. As such, USAID requests that the Contractor propose criteria that will take these potentially changing circumstances into consideration. The program will also emphasize national, regional and local level interventions for meeting the human rights strengthening needs of these socio-economically marginalized or vulnerable communities; to include internally displaced persons, disabled persons, labor union leaders, and minority ethnic groups, such as Afro-Colombian and indigenous communities.

Attention to Human Rights of Women and Children: In addition, and within the human rights context, the program will remain programmatically sensitive and responsive to the special needs of women and children. Activities and results should focus on the rights of women and attention should be drawn to the underreported but endemic problem of gender-based violence. (As a reference, see an in depth report on the Colombian context called, “Colombia: Scarred bodies, hidden crimes. Sexual Violence against Women in the Armed Conflict” (2004) with specific conclusions and recommendations for addressing this issue, prepared by Amnesty International at <http://www.amnesty.org/http:///>.) In order for these violations against women to decrease, the contractor should be mindful of programs that can lead to the creation of a public policy that specifically addresses violence against women and incorporates gender-based analysis and perspectives on violence against women. HRP planning, implementation and evaluation will be sensitive to the issues of ethnic and gender equity in provision of HR prevention and protection services.

Persons with Disabilities: Contractor should explicitly address how their work will ensure that the “core” human rights of citizens with disabilities will be addressed in programs and activities implemented under the project. Contractor should take into consideration the USAID Disability Policy (December 2004) available at www.usaid.gov.

Integrated Approach --- The contractor shall coordinate with other USAID/Colombia programs which offer mutually reinforcing programmatic opportunities and resources supporting achievement of human rights objectives in a broader sense. These include the Mission’s Justice Strengthened Program which will promote human rights by supporting a strengthened and reformed justice system, one offering attention to the needs of the indigents and other ethnically or regionally isolated populations. The Justice Strengthened Program will also facilitate access to justice for disenfranchised groups, pro bono legal services, facilitate technical assistance in promoting human rights cases through national and international mechanisms, and support the drafting of human rights related legislation. The biggest obstacle to decreasing human rights violations in Colombia is the degree of impunity that exists in the country. To combat impunity, Colombia must couple a strong judicial system with institutions that defend the rule of law. USAID/Colombia also has the Alternative Development, programs in areas of protection of Internally Displaced Persons (IDPs) and other vulnerable groups, such as child soldiers, and a possible future program on Demobilization and Reintegration (DR), which may undertake specialized assessments on human rights issues related to DR processes to determine and implement the most appropriate mechanisms to increase transparency and

socialization for the DR process, as part of national and local healing and reconciliation processes. For example, this office is contemplating support to the National Commission for Reparation and Reconciliation etc. More information is available on the USAID/Colombia website. Other United States Government Agencies, such as the U. S. Department of Justice (DOJ) focus on working with the Attorney General's Office (Fiscalia), including its Human Rights Unit which plays a critical role in combating impunity. The Contractor is also expected to coordinate with the United Nations High Commissioner for Human Rights (UNHCHR) Office in Colombia. (See Annex H entitled, "2005 UNHCHR Report")

The contractor shall promote cross-sectoral synergies within and across USAID/Colombia, USG and international donor programs and agencies to maximize impact and to avoid duplication of efforts.

Flexibility: The contractor must ensure financial and technical flexibility within and across Program components in order to respond to changing circumstances in the Human Rights area, at the request of USAID. Given that this is an election year, the contractor must be flexible and must be able to respond to any changes that might take place in the post-election period. Additionally, the contractor must be flexible in responding to changes in human rights situation and be able to programmatically change accordingly. As an example, realign a geographic focus if human rights conditions improve; or, if human rights conditions deteriorate.

Ongoing consultations with civil society --- As a result of the consultative process conducted in preparation of this new human rights program, it has been recommended by both Colombian and U.S. based civil society groups that USAID continue to provide a space for ongoing dialogue with civil society stakeholders, including those that do not necessarily receive USAID funds. The Contractor shall, in coordination with USAID, establish a follow-up mechanism with Colombian and international civil society groups to promote continuous communication, to solicit constructive feedback and input throughout the life of the 2006-2010 Human Rights Program.

The desired services outlined in the five essential program components are intended to contribute to creating a more responsive, participatory and accountable democracy in Colombia, one whose institutions, and interactions and processes with civil society and citizens, can foster integral solutions to uphold human rights and adherence to international humanitarian law.

Notes:

Amplified Background Description (includes Maps): In addition to the following summary, Annex A is an Amplified Background Description, including 1) Programmatic context for assistance, 2) Key human rights system strengthening challenges, and 3) USAID key program results and progress to date.

Links to Program Related\Websites: Hyperlinks to key websites and downloadable background documents are provided throughout the *electronic version* of this scope of work as well as in Annex A Amplified Background Description. In the electronic and hard copy versions, the presence of a hyperlink embedded in the text is usually identified by colored blue text with underline. In addition, the website addresses for many of these and other information sources (e.g. background information, copies of relevant legislation, and sectoral studies) is posted in the section titled "Applicable Documents and Websites".

This section sets forth the expected Results under this contract, overarching goals and corresponding components. Illustrative benchmarks under each component are presented in order to provide information on how USAID envisions each component being implemented in partnership with key State, Government and Civil Society counterparts.

The contractor shall strengthen key USAID partner "Legacy Institutions" by 2010. Key "Legacy Institutions" for this HRP, and the focus of sustainability strengthening efforts, include the Office of the

Inspector General (*Procuraduría General de la Nación*), National Ombudsman (*Defensoría del Pueblo*) Offices, Ministry of Interior and Justice (MOIJ), the Vice-President's Human Rights Office, the Human Rights Office of the Colombian National Police and the Human Rights Office of the Ministry of Foreign Affairs. Legacy institutions also include strategic, non-partisan civil society organizations contributing to the national human rights strengthening agenda and shall be identified by the Contractor and its partner(s).

As inputs from the recently conducted human rights consultations, the contractor must be cognizant of a number of concerns expressed by the domestic and international human rights organizations, as they relate to specific Government of Counterparts (and identified "Legacy Institutions") and the current human rights programs. A few of the concerns will be enumerated here, however, more detail is available in the, "Conclusions and Recommendations from the Colombian and U.S. civil society consultations during January and February 2006" posted on www.fbo.gov. The idea is to take advantage of this window of opportunity of competing a new human rights contract to assess and analyze some of these concerns, with a view towards strengthening and improving areas of concern, when appropriate.

Throughout the consultations, it was noted that the Colombian government must develop policies and actions to protect citizens against human rights violations. The NGO representatives highlighted the urgency of supporting the Early Warning System (EWS), expressed concern about the efficiency and timeliness of the Early Warning System's Response mechanism (*Comité Inter-institucional de Alertas Tempranas/CIAT*), and the inter-institutional response mechanism's failure to inform of threats to civilian populations which severely limits the responses of different government offices to take effective preventive action. The system has been described as one of the most innovative in the world, albeit with its challenges. USAID was encouraged to support changes throughout the Colombian government and security forces to ensure that responding to alerts of impending threats against civilian populations is a priority. USAID is releasing the independent evaluation of the EWS system (See Annex D entitled, "Evaluation of the Colombia's Early Warning System") so that the Contractor may analyze and incorporate the results and recommendations to improve the EWS system. The independent report addresses strengths and weaknesses of the entire system and offers short, medium and long-term recommendations with related indicators for measuring improved efficiency. The Contractor shall incorporate these recommendations, as appropriate, into their proposal.

Some CSOs, while critical of the human rights program of the Office of the Vice-Presidency, including the Human Rights Observatory, also recognized that the Vice-President's Human Rights Office is uniquely positioned to lead in national human rights policy formulation and action planning, while the "Observatory" regional human rights threat assessments -- to the degree they are accurate and balanced in reporting on sources of threats to human rights -- are useful and needed.

Other concerns and recommendations include:

- continuing efforts to support a National Human Rights Action Plan;
- encouraging the Vice-President's human rights program to demonstrate greater transparency and broader consultation with civil society groups, especially on HR areas that some CSOs view as being vulnerable or on occasion unduly influenced by security policy and "political" factors;
- that GOC political will in human rights be more evident through commitment of a greater percentage of national resources to the HR system;
- that the role of the Vice-Presidency and CIAT offices as they relate to the EWS and protection programs, be assessed to determine how these critical functions can be strengthened and made less vulnerable to external or undue influences;
- the need to develop benchmarks for evaluating progress in terms of national HR system effectiveness, implementation and impact.

Thus, in all activities related to this office, the Contractor must assess the current situation and propose clear benchmarks that will measure and support the Vice President's Human Rights Office in its efforts to better

fulfill its HR system responsibilities, more effectively collaborate with other State organizations and civil society organizations working in the human rights arena.

CSOs also encouraged USAID to continue supporting the Protection Program of the Ministry of the Interior and Justice, which provides much needed security for individuals at risk. Some CSOs, however, expressed concerns about the security and effectiveness of its procedures. CSOs suggested that the Program work constructively with human rights defenders to find the best way to ensure their protection. CSOs perceived a need to link the protection program of the Ministry of the Interior and Justice to more effective responses to the underlying causes of threats against the recipients of protection, i.e. instead of focusing on emergency protection responses, seek stronger links to enforcement functions and organizations and thus combat impunity of the perpetrators (both intellectual authors and actual violators of HR). Other CSOs recommended that an assessment be done of the current beneficiary coverage provided by the protection program, so that future target groups/individuals could be better anticipated, and future threats reduced through short-term protection for those under threat. The issue of confidentiality was raised as a major concern, with the suggestion that additional steps need be taken to ensure greater confidentiality regarding the identities of those protected. CSOs also advocated for responses (sanctions) to breaches of this confidentiality, in addition to increased funding for greater investigative capacity and a broader range of protective measures for the program's beneficiaries. Despite these concerns, there was general CSO support for the Protection Program, recognizing that it is important, despite perceptions of needs to improve aspects of the program. The Contractor shall assess the current program and look for ways to improve and strengthen it.

As to the other governmental 'Legacy Institutions' mentioned, the CSOs saw a greater need for USAID support of certain state and government programs, as well as for increased oversight and accountability of such programs. They strongly advocated for greater assistance to state oversight authorities, the Ombudsman (*Defensoria*) and Inspector General Offices (*Procuraduria*) in particular, both at the national and local levels. The Attorney General Offices (*Fiscalia General*) was similarly singled out for increased aid in furtherance of its anti-impunity efforts and the investigation of serious human rights violations. (Note. Since DOJ has the lead on working with the Fiscalia, USAID's new human rights program will not specifically work with the Fiscalia, however, there will be close coordination among the Contractor, USAID and DOJ in this area.)

A. STRATEGIC PRIORITIES FOR ENHANCED RESPECT FOR AND PROTECTION OF HUMAN RIGHTS PROGRAM (HRP)

In partnership with Colombian partners, and international CSOs, the Contractor shall address the aspirations of the Colombian people for an effective national (State and civil society) Human Rights System capable of preventing, protecting and responding to human rights requirements in accordance with national and international humanitarian law.

The Contractor's responses to the Intermediate Results outlined throughout this section, must reflect an understanding of the complexity of the issues in Colombia, as well as include an analysis and presentation of methodologies reflecting the Mission's Program Focus and Priority Implementation Areas as described in Section II A – Programmatic Context for Assistance. Under the Mission's new strategy for FY 2006-2008, the Contractor shall work towards accomplishment of the Intermediate Results (IRs) that form the focus of this scope of work. They are:

+ -- IR 2.1: Improved Prevention of Core Human Rights Abuses (CLIN 1)

- Improved inter-institutional coordination among Colombian Executive Branch (government of Colombia - GOC) and other national public sector (State) human rights entities to prevent human rights abuses, including international humanitarian law;
- Enhanced capacity of State (such as the Inspector General Office and the Ministry of Interior and Justice) and civil society entities to oversee GOC prevention activities.
- A more effective and fully coordinated sustainable Early Warning System (EWS) for use as a key tool in the prevention of massacres, forced displacements, and other major human rights violations. (Contractor should consider recommendations made by the independent MSI evaluation on the EWS and incorporate into proposal. See Annex D entitled, Colombia's Early Warning System Evaluation)
- A more responsive HR public policy on prevention is issued and implemented, based on nationally and regionally vetted policy development processes;
- Development of civil society capacity to detect and participate in prevention of human rights abuses and in public policy dialogue.
- Improved outreach/education programs on human rights and international humanitarian law for public officials, control and oversight entities, and vulnerable groups.
- Other institutions with preventive functions, such as the Constitutional Court and the National Police, are strengthened.

The contractor shall also be flexible to respond to changing human rights situations. As conditions improve, the geographic focus, for example, or a specific, targeted office or activity of the EWS, may need to shift to an area where human rights conditions are deteriorating. The contractor shall be required to cover salary/personnel costs for the functioning of consultants and staff working with State offices with human rights functions, this includes 22 regional early warning system offices, including the Bogota office for the first 2 years of the program. Personnel costs for EWS and other consultants are expected to be reduced over time as part of the overall Colombianization and sustainability strategy. Accordingly, USAID's decrease in funding of these positions in future years will be a result of increased GOC capacity to cover costs and support the EWS and other HR system staffing requirements. The Contractor must develop a sustainability plan which allows for USAID support to decrease over time and GOC support to increase. Plug-in figures for personnel will be included. Salary/personnel costs will also be required for the first 2 years to cover analysts within the Human Rights offices of the National Ombudsman, the Inspector General and the Vice-President's Office (Please See Section L, plug-in figures).

✦ **IR 2.2: Increased Protection Against Human Rights Abuses (CLIN 2)**

- Improved protection of the most vulnerable individuals; by strengthening a functioning, transparent and secure system for identifying, registering and providing effective protection to individuals under the protection program.
- Strengthened coordination among civil society and local officials in designing and providing protection for communities at risk and other at-risk populations.
- Focus on vulnerable groups such as women subject to gender-violence, political and/or social leaders subject to high threats, human rights defenders, journalists, labor union leaders, human rights NGOs, ethnic groups, etc.
- Institutional strengthening of civil society partners in implementation of their own protection projects.
- Public policy on protection is issued and effectively implemented.

✦ **IR. 2.3: Strengthened Response to Human Rights Abuses (CLIN 3)**

- Improved State coordination capacity to respond effectively and in a timely manner to threats and victims.
- Strengthened civil society capacity for responding to and monitoring human rights abuses and programs.

- Increased opportunities for dialogue and inclusion of civil society in the response to human rights abuses.
 - Enhanced human rights public policy formulation and implementation
 - Support State efforts to combat impunity.
- ✚ **IR. 2.4: Strengthened Response to Human Rights Abuses (CLIN 4)**
- The formation of effective Civil Society Coalitions and Public/Private Partnerships for Human Rights is considered a key component of each of the three areas in prevention, protection and response and as such, indicators, and illustrative activities are thoroughly integrated into all of the program's components.
- ✚ **IR. 2.5: Promotion of Victims' Rights to Truth, Justice and Reparations (CLIN 5)**
- The fifth core area of this contract shall be accomplished through the strengthening of victim's groups, GOC competent HR entities, civil society oversight organizations and the control/oversight entities of the State.
- ✚ **IR. 2.6: Program Modifier: Rapid Response Mechanism (CLIN 6)**
- The Contractor should have the capacity to respond quickly to unanticipated events in the human rights sector.

B (1) STRENGTHENED DEMOCRACY AND GOVERNANCE THROUGH HRP PERFORMANCE RESULTS

Under the new strategy, USAID/Colombia will build on the successes of the Colombia Human Rights Program (2001-2006) in result areas such as: prevention of human rights abuses, protection of human rights defenders and vulnerable populations, support to Afro-Colombian and indigenous communities at risk, and protection of individuals, strengthening the civil society capacity to engage in effective policy dialogue with GOC officials, strengthening GOC Human Rights entities in their ability to comply with citizen human rights protection and strengthening the oversight abilities of State entities.

While the HRP should build on the successes of past efforts, it should not simply follow the footsteps of the past. New efforts are needed in addressing remaining HR challenges in various areas, to include: the needs of specific vulnerable groups, looking at gender-based issues, better coordinating with the CCAI, helping the GOC implement initiatives to support and empower vulnerable communities, and in addressing the special and complex needs of the indigenous and Afro-Colombian communities. USAID seeks new and more effective interventions that focus and generate actions leading to successful and sustainable programs in these and other critical areas; programs that will foster sustained national leadership and political will, manifested by effective HR programs supported and sustained through primarily national budgetary support.. The USAID program will contribute to the empowerment of State oversight entities such as the National Ombudsman's Office and the Inspector General's Office and ensure national technical leadership is able to successfully implement State managed and coordinated inter-institutional programs such as the EWS. The sensitive nature of protecting individuals and entire communities requires that these protection systems are secure, and effective.

In terms of civil society organization contributions to the national HR system, the program must not rely only on the development of individual CSO entity capacities, but must build these groups and networks to the point where they can become effective interlocutors in the development and implementation of human rights policy. This will occur not only by a specialized grants program destined for these entities, but also by the creation of and opening of forums, dialogue spaces in order to allow for a real democratic exchange of ideas. This also requires that the GOC entities responsible for Human Rights policy and protection (Ministry of Interior and Justice, Vice-President's Office, Human Rights Unit of the Colombian National Police), perform their duties professionally, are able and willing to dialogue with civil society, and implement appropriate

mechanisms for allowing this dialogue to take place. Ensuring that the activities undertaken by the Human Rights Program are sustainable in the long run, will require a detailed analysis of necessary benchmarks and achievements over the first two years (base period) of the program, in order to guide future actions. The interest of the international community in the success of the human rights program in Colombia, requires a consideration of and dialogue with these entities to benefit from their experiences and the oversight they bring to bear on activities such as these.

GOC, State and Civil Society actors have all taken an active role in the development of Colombia's Human Rights Plan and activities. While on some issues these partners may not speak with one voice or share the same analysis or vision of HR challenges; each contributes within the context of their respective plans and institutional goals for the next five years. The national dialogue and diversity of opinion and implementation activities among the various sectoral stakeholder partners will contribute to a richer national HR strengthening process, one in which the shared aspiration -- to protect the human rights of Colombians -- is well served. USAID's Human Rights Program implementing Contractors shall assist in the implementation and coordination of diverse plans and activities as well as in the coordination of efforts and the strengthening of these institutions.

- ✦ **The USAID strategic approach is presented in the following pages. This section also provides the IR and sub-IR description, illustrative indicators for a Performance Monitoring Plan, illustrative lists of activities to be implemented (which forms the basis of Contractor assistance to be included in the offer), and outcomes desired and or/required of the program. The Contractor may also propose additional indicators and activities. Under each CLIN, there are mandatory activities that are not optional. This is due to existing commitments made by USAID to the GOC. When an activity description is followed by "MANDATORY", the contractor must undertake the activity.**

(CLIN 01)IR 2.1: Strengthening national and local capacity for prevention of core Human Rights Abuses; this includes support for GOC as well as organizations exercising independent oversight roles; (Procuraduria -IGO, Defensoria – National Ombudsman and CSOs.

Illustrative Indicators:

- Reduction in the number of massacres, forced displacements and other massive human rights violations.
- Enhanced capacity of State entities (National Ombudsman and Inspector General Office) to oversee GOC prevention activities.
- Improved inter-institutional coordination among GOC human rights entities to prevent human rights abuses, including violations against international humanitarian law.
- A more effective, sustainable and fully coordinated Early Warning System (EWS) used as a main tool in the prevention of massacres, forced displacements, and other major human rights violations.
- CSOs implementing their own projects on prevention of human rights abuses.
- Public policy on the prevention of human rights abuses implemented.

Milestone Indicators:

- Improved inter-institutional coordination among GOC human rights entities.
- Public policy drafted.
- Public policy debated.
- Public policy issued.
- Public policy monitored.
- Effective public education campaign for public officials and civil society on human rights and international humanitarian law.

Output Indicators:

- Number of high schools that have initiated human rights education courses for students.
 - Number of human rights awareness programs initiated at the primary and secondary level.
 - Number of students who have successfully completed human rights education courses at the high school level.
- Effective public education campaign for public officials and civil society on human rights and international humanitarian law.

Illustrative Sub- Indicators:

- The number of high schools that have initiated human rights education courses for students
- The number of human rights awareness programs initiated at the primary and secondary level
- The number of students that have successfully completed human rights education courses at the high school level.

Illustrative Activities:

The Contractor shall provide technical assistance, training and logistics support for:

- a. Strengthened Early Warning System: (for all related activities, Contractor must consider findings and recommendations of the independent MSI report entitled, “Evaluation of Colombia’s Early Warning System” and propose a methodology in its proposal.(See Annex D entitled “Evaluation of Colombia’s Early Warning System”)).
 - Full functioning of the 22 regional EWS offices for 2 years, and their integration into the central National Ombudsman offices. (MANDATORY) (For the EWS map and regional offices. See ANNEX A entitled Amplified Background Description).
 - Personnel including initial (2 year) costs to fully staff EWS needs. (MANDATORY)
 - Personnel Including initial (2 year) costs to staff CIAT needs. (MANDATORY)
 - Better monitoring system enabling local authorities to report on local actions taken and situations prevented.
 - Newly designed and functioning working relationship between the EWS and CIAT, including support and education of the Inter-Institutional Committee, definition of responsibilities as well as appropriate capacity of CIAT to respond to Risk Assessments.
 - Development of sustainability plan, impact indicators and a monitoring strategy agreed upon by the EWS and CIAT.
 - Aggressive outreach campaign informing citizens and regional, government entities about the EWS and its role, ensuring vulnerable populations have access to system.
- b. Strengthened HR prevention units within the Offices of the Inspector General and the Ministry of Interior and Justice;
 - Personnel including initial (2 year) costs to staff required personnel within the offices of the Inspector General’s and Ministry of Interior and Justice’s Human rights units. (MANDATORY)
 - Specialized training for relevant personnel in human rights and international humanitarian law; other specific training areas to include, among others, the Justice and Peace Law and victims’ rights.
 - Support for the IGO monitoring of the EWS, Protection Program, Communities at Risk and the Justice and Peace Law.
 - Identification of underlying risks, causes of threats and recommended solutions for high risk populations such as local council members, under the Protection Program of the MOIJ.

- c. Strengthened public awareness about the role of the Constitutional Court as Colombia's highest authority for the protection of human rights:
 - Focused outreach program by the National Ombudsman's Office in coordination with the Constitutional Court to better diffuse the Court's functions, roles, standards
 - Public information campaign and dissemination of human rights related legal decisions
 - Coordination required between the Constitutional Court and the National Ombudsman's Office
- d. Strengthened Human Rights Unit within the Colombian National Police
 - Rapid assessment of most compelling needs for the Colombian National Police Human Rights Unit. (MANDATORY)
 - Specialized training in human rights, international humanitarian law, accusatorial system, international human rights instruments, conventions and mechanisms.
 - Provision of basic materials for regional human rights offices for investigating and tracking cases on human rights abuses.
 - Strengthened outreach programs (seminars, community meetings, publications).
- e. More effective Human Rights support within the Office of the Ministry of Interior and Justice
 - a. Development of formal education program on human rights and international humanitarian law to be implemented through Justice Houses and Co-Existence Centers; audience should include both civil society and justice house personnel.
 - b. Developed coordination mechanisms between Justice personnel and the Human Rights Program
- f. Strengthened Civil Society with regards to preventing human rights abuses
 - Direct support to qualified CSOs to strengthen their knowledge in and ability to engage in policy dialogue with the GOC, international organizations and State control entities to prevent human rights abuses.
 - Strengthen institutional capacity of organizations representing high risk populations (e.g. council members and relevant federations, etc.)
- g. Public policy on Prevention is issued and implemented (linking the Early Warning System to the CIAT and to other existing preventive mechanisms).
- h. Public awareness on human rights and international humanitarian law is achieved by targeted populations (public officials and civil society/students)
 - More aggressive outreach on the National Plan on Education on Human Rights conducted in coordination with the Ministry of Education and implemented in both public and private schools, universities, etc.
 - Public awareness campaigns on the human rights role provided by local public officials

(CLIN 02) IR 2.2: Protection of Individuals and Communities:

Illustrative Indicators:

- o Effective MOIJ Protection Program;

Outcome Indicators;

- Protection measures provided to target beneficiaries are appropriate and respond to the risk level identified by the Commission of Risk Evaluation and Regulations (CREC).
- Reduction of the time needed in the process from the reception of the request for protection to the time in which the measure is granted.

- Enhanced efficiency of the MOIJ Protection Program (Implementation of RIG's recommendations – See Annex F entitled: 2005 USAID Regional Inspector General (RIG) Audit of USAID Colombia Financed Subawards (12-21-2004).
- Improved access to the MOIJ HR protection program through outreach campaign.
- Sustainable MOIJ Protection Program.
 - Outcome Indicators:*
 - Increased budget allocation to Protection Program by 2008 (Currently USAID is contributing funding equivalent to 8.9% of the Program's total cost).
- Increased protection levels of the communities considered at risk due to the internal armed conflict.
- Reduction in the human rights violations of the communities considered at high risk (Baseline: 2005).
- Increased GOC's financial contribution to the communities at risk project by 2008.
- Civil society organizations implementing their own protection measures and monitoring the State and GOC programs.
- Effective Public Policy on Protection is implemented.
 - Milestone Indicators:*
 - Public policy on protection is drafted
 - Public policy on protection is debated and vetted with civil society
 - Public policy on protection is issued and implemented
 - Public policy on protection is monitored.

Illustrative Activities:

The Contractor shall provide technical assistance, training and logistics support for:

- a. Ministry of Interior and Justice to support their Individual Protection Program, including hard and soft measures, increasing its availability to other high-risk populations, and ensuring that it is secure and effective according to USAID Regional Inspector General (RIG) recommendations. (Annex G entitled, 2004 RIG Audit of Benefits to Individuals and Organizations by USAID/Colombia under its Human Rights Protection Program).
- b. A rapid assessment and evaluation of the effectiveness of existing protection programs, including the individual protection program and the Communities at Risk pilot program, making recommendations for adjustments and expansion, if and where appropriate. Particular attention should be paid to the special needs of labor unions and labor union leaders in light of the ongoing discussions surrounding approval and implementation of the Free Trade Agreement, and/or any other highly threatened groups. (MANDATORY)
- c. Communities at Risk Program, including plans for ensuring sustainability without USAID funding, empowerment of local officials, scenarios for constructive dialogue are established and assessed as productive. (MANDATORY)
- d. Coordinate with other donors supporting individual and community protection programs
- e. Civil Society Organizations through direct grants, technical assistance, ensuring permanent dialogue opportunities for civil society with State and GOC. Strengthened Civil Society with regards to protecting human rights abuses and monitoring State and GOC protection programs.
- f. Direct support to qualified CSOs to strengthen their knowledge in and ability to engage with the GOC, international organizations and State control entities to prevent human rights abuses.

- g. Promote linkages with USAID's Internally Displaced Persons Program and their implementer.
- h. Support to the issuance and implementation of a public policy on protection.

The Contractor shall also consider concerns expressed by domestic and international CSOs on other aspects of the protection program and suggest methodologies for addressing these concerns. (See Annex entitled "Consultations with Civil Society Organizations.").

(CLIN 03) IR 2.3: Enhanced Capacity for Public Policies, Monitoring and Accountability:

Illustrative Indicators:

- HR public policies implemented through coordination between state/government entities and civil society.

Milestone Indicators:

- HR Action Plan is drafted.
- HR Action Plan is actively debated with CSOs participation.
- HR Action Plan is monitored.
- CSOs actively participate in implementation of HR Action Plan.

Output Indicators

- *No. of policies issued as a result of HR policy dialogue.*
- Increased number of grave Human Rights cases resolved.
- Increased number of HR disciplinary cases resolved.

Illustrative Activities:

The Contractor shall provide technical assistance, training and logistics support for:

- a. Rapid assessment of Vice-presidency's role in the inter-institutional coordination, with recommendations for each relevant entity, and required coordination of improvements. (MANDATORY)
- b. Strengthen the Office of the Vice Presidency including ability to design and implement policy, assist with inter-institutional coordination, for example with the MOIJ and others, as well as dialogue with Civil Society organizations,
 - i. Improve efficiency, accuracy and dissemination of information from the Human Rights Observatory
 - ii. Design system of monitoring and evaluation, including benchmarks regarding public policy to observe progress in policy areas. (MANDATORY)
- c. Support to communities developing and implementing departmental and/or municipal protection plans. (MANDATORY)
- d. Strengthen ability of State Control entities (Ombudsman and Inspector General), as well as Constitutional Court to investigate, monitor and distribute information regarding grave human rights violations. (See Plug-in figures for consultants to these institutions in Section L). (MANDATORY)
- e. Strengthen ability of civil society to monitor impunity issues and to engage in effective policy dialogue.
- f. Strengthen the issuance and debate of public policies such as the National Action plan in consultation with civil society.
- g. Promote GOC and other USG (e.g. Department of Justice) efforts to combat impunity

CLIN 04 Empowering Civil Society to Accompany Human Rights Strengthening Processes

Illustrative Indicators:

- More effective CSOs and coalitions focused on human rights issues and international humanitarian law.

- Increased number of civil society actors supporting/representing vulnerable populations (Indigenous, Afro-Colombian, women, youth, victims, disabled persons, etc.).
- CSOs that represent vulnerable populations participate in HR public policy dialogue.
- CSOs are empowered to better articulate their needs before the GOC and Colombian State.
- Improved constructive dialogue and HR partnerships between the Government and Civil Society.
- CSOs monitoring the peace process.
- CSOs continuously participating in the monitoring and enrichment of USAID Human Rights Program.

The universe of civil society organizations should include universities, bar associations, community-based organizations, women's groups, disabled persons groups, internally displaced groups, indigenous and Afro-Colombian groups, business and private sector, media, CSOs, NGOs, Chambers of Commerce, labor unions, coalitions and public/private partnerships for Human Rights. While a strengthened and sustainable civil society presence in the national human rights agenda is desirable, the measure of success will be the capacity of these civil society organizations or networks to achieve specific results in partnership with the GOC, State oversight/control entities, international organizations and other partners.

Illustrative Activities:

The Contractor shall provide technical assistance, training and logistics support for:

- a. Direct technical and financial management training assistance for qualified CSOs
 - Orientation in dialoguing with GOC and State entities as well as international organizations
 - Networking among Colombian organizations, specialized in various fields and in the creation of networks
 - Policy development and political processes
 - Orientation to existing prevention, protection and other services available
- b. Specific training in the areas of the Peace Process, Victim's Rights and other related issues, such as implementation of the Justice and Peace Law.
- c. Empowerment, legal rights, dialogue with GOC and State entities for indigenous and Afro-Colombian groups. It is expected that Contractor will provide an analysis of the specific needs of these groups, consulting international recommendations and local authorities in devising a methodology for addressing specific needs.

The Contractor shall perform the following mandatory activities;

- d. Participate in annual conferences that may be held at different locations in Latin America and the Caribbean region (one week duration, no more than two conferences a year over the life of this program),
- e. Organize and provide all administrative and logistical support for quarterly USAID sponsored HRP or human rights sector related conferences in Colombia, for an estimated 50 conference participants each. This includes recommending an agenda, rental of space and associated equipment, coffee and luncheon breaks, preparing and disseminating the Conference written record to all conference participants, etc
- f. Provide periodic briefings (approximately once a month) to senior U.S. Mission staff regarding developments in the human rights sector,
- g. Organize periodic consultation with the broader-based national and international civil society organizations to solicit constructive feedback and input of the program. Invitees should include CSOs that are within this human rights program as well as those that do not receive USAID funding. For planning purposes, Contractor should plan on organizing these round-tables every 3 months throughout the life of the project with approximately 35 CSOs.

CLIN 05 Promotion of Victims' Rights to Truth, Justice and Reparations related to the internal armed conflict. This contract will not be providing specific assistance to the National Commission on Reparations and Reconciliation (CNRR). However, the Contractor must coordinate with

USAID/Colombia's new Strategic Objective - Demobilization and Reintegration. The focus of this CLIN is victims and victims groups and the ability of GOC and independent oversight entities to respond to the needs of this population.

Illustrative Indicators:

- Human rights standards incorporated in the Peace Process.
- Justice and Peace Units of the National Ombudsman and Inspector General's Offices performing their functions aimed at providing assistance to victims.
- Civil society organizations dealing with the right to truth, justice and reparations, implementing their own projects.
- Civil society actors monitoring the implementing of the Justice and Peace Law to ensure compliance with HR standards.
- Victims and Victim's Organizations rights are respected in implementation of the Justice and Peace Law.

Contractor should consider the roles and responsibilities of the Procuraduria and Defensoria as defined in the Justice and Peace Law and its Implementing Regulations (December 31, 2005). Both hyperlinks are referenced in the Annex. The focus is on victims on the internal armed conflict and their rights to truth, justice and reparations.

Illustrative Activities:

The Contractor shall provide technical assistance, training and logistics support for:

- a. Inspector General's Office (IGO- Procuraduria) in its role to assist victims and monitor the implementation of the Justice and Peace Law, through the provision of infrastructure, equipment, training and assistance.
- b. Direct assistance to Victims and Victims Groups related to the internal conflict:
 - a. legal and psychosocial assistance;
 - b. documenting the historical truth;
 - c. supporting local initiatives to establish the facts of the past
 - d. initiatives to promote reconciliation at the local community level
 - e. public awareness on rights and services available
- c. Legal assistance and representation of victims involved or to be involved in processes related to the Justice and Peace Law through the Procuraduria and/or other organizations charged with this function;
 - a. Cases are adequately filed, secured and protected
 - b. Effective participation during peace processes
 - c. Verification of reparations received
 - d. Work with Victims groups to ensure their full knowledge and understanding of their rights under the Justice and Peace Law and Truth, Justice and Reparations processes.
- d. Support of State and GOC entities to:
 - 1) ensure HR are respected during implementation of the Justice and Peace Law cases are adequately filed, secured and protected
 - 2) provide training and public awareness on the concepts of the right to truth, justice and reparations, so that it is properly understood by all
 - 3) monitor implementation of the Justice and Peace Law
 - 4) public awareness on the rights, roles and responsibilities under the Justice and Peace Law

CLIN 06 Program Modifier/Rapid Response Mechanism (USD\$ 700,000). The contractor to issue a sub-grant to EQUITAS for UP TO \$250,000. EQUITAS is a non-profit scientific organization that uses forensic analysis to identify the remains of Colombians who have disappeared as a result of conflict. This is a hard earmark from the Senate Report 07 language.

The Committee reports:

“Forensic Assistance – The Committee is aware that Colombia is among the countries most affected by murder and kidnapping, EQUITAS, a non-profit scientific organization, uses forensic analysis to identify the remains of Colombians who have disappeared as a result of conflict. The Committee recommends up to \$250,000 from within funds available to USAID to support EQUITAS’s work.”

In addition to the activities described above, the Contractor should have the capacity to respond to unanticipated events impacting on achievement of Human Rights program (HRP) goals, upon written request from the USAID CTO. The capacity may be required in any of the result areas mentioned in the SOW and should meet the following minimum standards:

Program Modifier Result: Contractor has the capacity to respond quickly to unanticipated events including the illustrative indicators identified above.

Program Modifier (PM) / Rapid Response Performance Standards: at a minimum:

PM 1 The Contractor has the capacity to provide short notice technical assistance (within 21 days) or logistics support (within 30 days) in response to unanticipated events and urgent requests that arise in the human rights sector. The capacity may be required in any of the subject areas covered by the contract and any subsequent amendments.

PM 2 The assistance may include technical assistance, training and / or logistics support for or in behalf of human rights stakeholders and partners requiring critical support for achievement of HRP goals. Activities may include, but are not limited to: sectoral monitoring, analysis and assessments; training or orientation of, and / or promoting dialogue between, HR stakeholders and partners. Assistance may also include other activities such as preparation of reports; logistical support for time sensitive HR partner initiatives, communications plans and products, and sub-grants to critical program related civil society activities.

Note: If implementation is eventually authorized, this Program Modifier IR would be implemented through a future contract modification providing a task order and additional funding.

B(2) GENERAL COMMENTS ON CONTRACT IMPLEMENTATION

Many of the themes and activities proposed are cross-cutting across the areas of Prevention, Protection and Response. In proposing how the Contractor shall meet the benchmarks, and outcomes identified with the five core areas the Contractor is expected to suggest methodologies for ensuring the effective implementation, coordination of and non-duplication of efforts addressing the following areas:

1. The role of State entities such as the National Ombudsman’s Office and the Inspector General, as oversight/control entities, needs to be supported and strengthened in the areas of Prevention (i.e. monitoring of Prevention mechanisms), Protection (monitoring GOC protection instruments of the Ministry of Interior and Justice, National Police, etc.) and Response (monitoring GOC and Civil Society interactions, dialogue regarding advances in human rights and the development of national and regional human rights plans as well as National Policies on Prevention and Protection.
2. Human Rights protection is also being implemented through the National Departmental and Municipality Security Program (Departamentos y Municipios Seguros) in coordination with the Colombian National Police and the Armed Forces, as well as regional governments. Address how various programs will be coordinated and/or complemented.

3. The use of Justice Houses and Co-Existence Centers as tools in the dissemination of information and training in the areas of human rights.
4. Educational programs for citizens and public officials (national and local) in human rights issues, access to prevention and protection programs, information regarding regional and municipal human rights related programs and exposure to dialogue of national policy initiatives in prevention, protection and national action plans.
5. Strengthening of civil society organizations in preventing human rights abuses, protecting individuals and in engagement with both State entities, thus ensuring strong oversight, and with the GOC in the development and implementation of effective public policies. Contractor should address how a Network or Alliance of civil society organizations might function in the field of human rights, how they would be coordinated, and what mechanism would be used for interaction with GOC and State actors.
6. Coordination with key Colombian CSOs with relevant experience in human rights, to ensure their support for the implementation of programs.
7. Partnership with international CSOs with relevant human rights experience formed.
8. Sustainability of GOC and State led activities. The Contractor is expected to present its methodology for promoting sustainability of the various activities outlined in this document, including benchmarks for measuring the progress in these areas. A large part of the sustainability implies sustained political will, as well as financial support. Address both of these areas.
9. Diffusion of human rights information and outcomes achieved under the new USAID Human Rights program.
10. Impunity, Transparency and Accountability. While the program is not designed to work directly with the Fiscalía, it does work with State control/oversight entities, the courts and civil society. Importance should be given to addressing impunity issues through these other entities, as well as ensuring a transparent and accountable human rights policy implemented throughout the GOC, State and Civil Society.

a. Participatory Approach

Assistance should involve broad participation from all relevant reform oriented stakeholders. Contractor proposed initiatives should result in a clear plan for strengthening Human Rights system that the State actors and international donors can support. Any initiatives should also produce a more professional and qualified corps of HR professionals in State entities and leadership within civil society.

b. “Colombianization” and Civil Society

A priority for the Human Rights program is striving towards achieving “Colombianization” of the effort; specifically that over the life of the project, the Colombian State and civil society will have the capacity to implement and sustain effective human rights strengthening reforms, without over reliance on foreign donor support.

In that regard, Colombian leaders -- both State and civil society -- recognize the importance of civil society's independent role in assessing, advocating and monitoring the reform agenda and implementation. In addition to its independent promotion and oversight functions; civil society partnerships with government reformers, when appropriate, will be critical to long-term success and sustainability of HRP objectives. Civil society groups -- including NGOs, federations and associations, private sector associations, academia, coalitions and the media -- will be supported in efforts to promote public discussion and enable advocacy and broader support for key human rights system strengthening reforms. Consideration should be given to bringing individual civil society organizations together, into broader networks and coalitions, formed in response to key reform requirements.

Colombian universities, law schools, regional bar associations and other Civil Society Organizations are assuming important roles in providing sectoral monitoring and policy option analysis. Linkages of urban based Human Rights CSOs with broader grassroots CSOs and their constituencies should be encouraged and supported.

Recognizing that those most adversely affected by a weak human rights system are its most disadvantaged and under-privileged citizens, the contractor shall support civil society and private sector initiatives in human rights that offer to further the achievement of the intermediate results.

In addition, opportunities for synergies with other USAID and international donor programs providing civil society grants in related areas should be sought, coordinated and managed by the contractor. For example, USAID programs in complementary and HR mutually reinforcing areas such as justice reform, internally displaced persons, peace, policy, good governance and in anti-corruption initiatives; areas are likely -- if effectively coordinated with the Human Right sub-grant program -- to enhance overall program effectiveness, as well as conserve resources by rationalizing and avoiding duplication of efforts.

B(3) ACTIVITY COMPONENT RESULTS AND BENCHMARKS

The Contractor shall be accountable in achieving the following MANDATORY outcomes/results and corresponding ILLUSTRATIVE benchmarks designed to monitor progress. The Contractor is encouraged to develop additional benchmarks that may be incorporated to achieve the key intermediate results:

CLIN 01 Strengthening national and local capacity for prevention of core Human Rights abuses; this includes support for GOC as well as organizations exercising independent oversight roles.

OUTCOMES:

- Effective coordination among EWS, CIAT and other national and local level prevention mechanisms results in decreased number of massive human rights violations.
- Clear accountability terms are defined for officials responsible for the prevention of human rights abuses.
- Inspector General's Office and Civil Society adequately monitoring the Early Warning System, Protection Program, Communities at Risk, Respect for Human Rights standards in Peace Processes, as well as other relevant prevention programs.
- Effective coordination is established between the EWS, CIAT and Civil Society actors.
- Improved promotion of Human Rights issues and protection for all citizens, with particular attention to the needs of children, women, indigenous and Afro-Colombian groups, disabled persons, as well as other high-risk communities and individuals (e.g. local council members, trade union leaders, journalists, human rights NGOs, etc.).
- CSOs take active, productive role in public policy debates surrounding prevention issues.
- CSOs actively monitor State and GOC progress in prevention.
- Sustainability plan for the EWS in place and progress made.
- Increased public awareness of human rights and international humanitarian law among targeted beneficiaries, such as public officials, teachers, students, civil society is achieved.
- The Prevention Units of the Inspector General's Office and the Ministry of Interior and Justice are strengthened.
- CSOs actively implement prevention mechanisms.
- The Constitutional Court's role and decisions are broadly publicized in Colombia.
- The Human Rights Unit of the National Police is strengthened, in accordance with its needs.

BENCHMARKS

- The Contractor has successfully designed a joint strategy with the Ombudsman towards compliance with the objective of full operational sustainability.
- At least 10 CSOs are strengthened in their efforts to develop prevention mechanisms and monitor State prevention activities.
- By 2008, 50-60% budget sustainability (personnel costs) for the EWS achieved.
- Vulnerable populations covered by the MOIJ's course on preventive security apply techniques learned.
- Public policy on prevention developed with civil society input.

CLIN 02 Protection of Individuals and Communities

OUTCOMES:

- Increase the effectiveness of individual protection programs to address the needs of high risk groups (e.g. trade union leaders, local council members, journalists, human rights defenders and human rights NGOs, etc.)
- Human Rights CSOs develop effective protection projects within their communities
- Decentralization of protection programs is reinforced at local levels and coordinated with municipal security plans and/or other local initiatives.
- Protection program coverage extended to new legal beneficiaries (as needed); effectiveness improved and its integrity validated.
- Public policy on protection elaborated, debated and formally issued
- Communities at Risk Program develops more secure environments.
- Human Rights CSOs effectively monitor GOC's protection program.

BENCHMARKS:

- At least 15 CSOs use direct grants in order to develop community self-protection mechanisms
- Communities and municipalities with protection needs are linked to the Departmental and Municipal Security program in their areas.
- Time required for "protection" request to be deliberated, is reduced.
- Effective monitoring system for protection measures designed, vetted and functioning.
- MOIJ's protection program establishes a permanent constructive dialogue with national and international civil society partners.
- Public Policy on Protection developed with civil society input.

CLIN 03 Enhanced Capacity for Public Policies, Monitoring and Accountability

OUTCOMES:

- A GOC consolidated information database on human rights violations is under construction and constantly updated utilizing information from the Human Rights state entities.
- A consolidated Civil Society information database on human rights violations is under construction and is constantly updated utilizing information from a variety of Human Rights civil society actors.
- HR National Plan of Action proposed and adequately vetted with civil society and other stakeholders and implementation underway.
- HR departmental and local level HR action plans in execution
- Measured improvement in coordination in Vice-President's human rights role in the areas of public policy and projects
- The Disciplinary Area in human rights cases of the Inspector General Office is strengthened.

BENCHMARKS:

- Links developed between USAID Human Rights and Justice programs and with other related USG Programs, such as DOJ.
- Training provided for State and GOC authorities regarding in impunity, can be linked with Justice program.
- Civil Society alliance provides substantial input into policy document design
- Contractor develops clear benchmarks for monitoring the GOC's progress in supporting key human rights issues and prosecuting human rights cases
- Contractor develops clear benchmarks for monitoring the Vice Presidency's role in coordinating human rights public policy and developing a HR National Plan of Action

CLIN 04 Empowering Civil Society to Accompany Human Rights Strengthening Processes**OUTCOMES:**

- Partnership established with an international CSO with relevant experience in Human Rights to play an advisory role to Colombian counterparts.
- Partnerships developed with Colombian CSOs to implement program.
- One specialized organization or CSO coalition is created with a purpose to provide technical assistance and support to other CSOs and coalitions in the human rights area.
- At least three networks are strengthened and actively engaged in human rights public policy dialogue with the GOC.
- Direct psycho-social and legal assistance to victims groups affected by the internal armed conflict provided.
- Monitoring and permanent oversight committee is conformed by NGOs and CSOs, USAID, and the Contractor to enrich the human rights portfolio
- Four annual consultations with domestic and international CSOs conducted (must also include groups that are not beneficiaries of USAID's program)
- Increased national and international public awareness of USAID human rights program results
- Afro-Colombian and indigenous groups strengthened in their self-identified priority areas, for example, special indigenous jurisdiction, land issues, collective rights, etc.
- Increased public awareness of human rights issues and international humanitarian law issues
- A study on the links between human rights and corruption, conducted by a CSO with predominant capability in anti-corruption.

BENCHMARKS:

- At least 10 civil society actors representing vulnerable populations are empowered
- At least 10 CSOs active in conducting a national or regional human rights awareness campaign
- At least 30 instances of constructive dialogue established between the state and civil society
- At least 5 CSOs actively and effectively monitoring human rights abuses
- At least 5 Afro-Colombian CSOs strengthened
- At least 5 Indigenous CSOs strengthened
- At least 5 women's groups strengthened in domestic violence prevention, human rights education, etc.
- At least 1 CSO dealing with public awareness of trafficking in persons is strengthened.

CLIN 05 Promotion of Victims' Rights to Truth, Justice and Reparations**OUTCOMES:**

- Documentation and verification of victims receiving reparations under the system maintained by State and CSOs
- IGO files are created under the Justice and Peace Law and are secured and protected with adequate infrastructure, security and proper maintenance
- HR minimum standards of truth, justice and reparations are openly discussed, agreed upon and incorporated into the implementation of the Justice and Peace Law by respective state authorities and civil society.
- Victims' groups and or representative groups effectively participate in the peace process.
- Local initiatives are supported to promote the right to truth, justice and reparation.
- Local initiatives are supported to promote reconciliation and restorative justice.
- Implementation of Justice and Peace Law monitored by CSOs
- Direct legal and psycho-social assistance to victims provided
- Victims effectively represented in judicial processes related to the Justice and Peace Law.
- Increased public awareness of the Justice and Peace Law and related victims' rights to truth, justice and reparations.

BENCHMARKS:

- The IGO's office monitors and verifies treatment received by victims throughout Justice and Peace process.
- Victims involved in processes have received comprehensive training and understand their rights under the Justice and Peace Law.
- At least 10 CSOs supporting victims' rights to truth, justice and reparations
- Justice and Peace Law Units of the National Ombudsman and the Inspector General strengthened in order to support and orient victims in the process, and to monitor outcomes
- At least 10 CSOs performing effective monitoring of the peace process
- At least 10 CSOs monitoring human rights abuses as directly related to the implementation of the Justice and Peace law.
- At least 10 CSOs providing direct legal and psycho-social assistance to victims affected by the internal armed conflict with a priority in promoting truth, justice and reparations.
- At least 10 CSOs providing direct legal assistance to victims involved in judicial proceedings related to the Justice and Peace Law.

B(4) GRANTS to support cross-cutting activities under all CLINS:

Under CLINs 01, 02, 04 and 05, the Contractor shall be tasked to administratively award small subgrants to selected Colombian Civil Society organizations, communities and alliances undertaking work to advance human rights strengthening programs. If the Contractor awards grants under this contract, the Contractor shall comply in all material respects with USAID's Automated Directive System (ADS) Part 303 (including mandatory and supplementary references) in awarding and administering grants, as well as the Code of Federal Regulations 22 CFR 226. This may include:

- a. Activities in monitoring, assessment, advocacy, public awareness/public education, policy dialogue, CSO institutional development, strategic planning and research and provision of technical assistance or services contributing to achievement of HR purposes.
- b. CSO initiatives to conduct their own activities in prevention, protection and response.
- c. Activities to promote truth, justice and reparations
- d. Activities to provide direct assistance (legal and psycho-social, human rights awareness training, etc.) to victims of the armed conflict.

- e. Activities to provide direct assistance (legal, psycho-social, rights awareness training, etc.) to victims participating in or preparing for participation in legal processes related to the Justice and Peace law.
- f. Activities related to awareness and prevention of domestic violence, sexual violence, trafficking in persons.
- g. Activities promoting the rights of the most vulnerable populations (Afro-Colombians, Indigenous, Women, Children, etc.)
- h. Activities promoting the rights and protection of individuals and communities at high risk of violence (Labor Unions/labor union leaders, City Council Members, Journalists, Human Rights Defenders, etc.)
- i. Activities to promote reconciliation at the community level
- j. Activities promoting restorative justice at the community level
- k. At least one grant to a Colombian NGO that has extensive capability in transparency to conduct a study on the links between human rights and corruption
- l. In addition, grants may be provided for promoting jurisprudence/court decisions protecting fundamental human rights and/or economic/social and cultural rights with substantial links to fundamental human rights.
- m. Grant assistance to CSO(s) to strengthen their capacity to prepare for and undertake landmark legal cases involving protection of human rights. Assistance will usually not cover costs of civil suits or legal fees. Through the actions of such CSO(s), the courts would receive writ motions on cases filed by civil society, thus having the opportunity to issue rulings and shape jurisprudence in potentially landmark cases upholding human rights.
- n. Grant assistance to CSOs to use international human rights mechanisms, such as OAS Inter-American System etc.

Note: The offeror should be familiar with the relevant 2005 USAID Regional Inspector General (RIG) Audit of USAID Colombia Financed Subawards (12-21-2004) (See section J.) (See Annex F entitled “2005 USAID Regional Inspector General (RIG) Audit of USAID Colombia Financed Subawards (12-21-2004)”.

Grant Set Asides: The Contractor shall administratively manage USAID grant assistance that enables qualified and proven Colombian Civil Society Organizations (includes NGOS, communities, federations, universities, media, private sector, alliances, networks, women’s groups, victim’s groups, disabled persons’ groups) to contribute to the national Human Rights agenda. This activity will allow for grants to be issued in order to implement activities that contribute to the achievement of the approved results and indicators set forth in this scope of work. The Contractor shall propose a Program Description to USAID for review and comment, prior to soliciting applications. Upon receipt of comments/concurrence, the Contractor shall solicit applications on a competitive basis. The Contractor must justify and submit to the Contracting Officer a justification for other than full and open competition any time competition is not employed or limited competition is employed. All grants are subject to CTO approval.

B(5) BENEFICIARIES

The beneficiaries of a strong Colombian democracy and achievement of these program objectives are the Colombian people. However, those who especially benefit through introduction of an effective Human Rights system will be those in proximity to the high incidence of violence associated with the conflict. Often, these are vulnerable groups of Colombian society: women, ethnic groups, internally displaced persons, disabled persons, regionally isolated and violence impacted populations. These segments of Colombian society have long suffered under a weak human rights regimen that too often responded to special interests. The reasons for subordination of the public good and safety to personal interests are manifold; ranging from politicization of local offices, corruption and threats from powerful figures and illegal armed groups. While these vulnerabilities are still found in some regions of the country, officials increasingly resist pressures and

threats (some at the cost of their lives); this is testimony to the moral fiber and bravery of Colombian civil society leadership and key human rights defenders found within an increasingly reform oriented Colombian human rights system. By enhancing the rigor with which human rights violations are investigated and sanctioned, the HR program offers to replace the historical *law of force* with the values of a democratic justice system; values of equity, impartiality, and respect for human rights with the *force of law*.

A strong democracy and effective human rights system also serves thousands of national and international commercial enterprises and investors, by contributing to peace, social order and sustained economic development and growth. Direct beneficiaries are those public sector and civil society organizations whose performance will be strengthened, including the Inspector General Office (Procuraduría), Ombudsman (Defensor del Pueblo) and Ministry of Interior and Justice offices responsible for overseeing human rights initiatives; as well as credible civil society organizations and networks working to advance the reform agenda in this area.

B(6) SUSTAINABILITY

The contractor shall incorporate USAID's Nine Principles of Development and Reconstruction Assistance into program design and workplans (See USAID website http://www.usaid.gov/policy/2005_nineprinciples.html).

Adapted to the Colombian context, these are:

Ownership - Build on the leadership, participation and commitment of Colombia and its people.

Capacity-Building and “Colombianization” Strengthen national and local counterpart institutions, transfer technical skills and promote appropriate policies.

Sustainability - Design programs to ensure their impact endures.

Note: With regard to the above three principles, ownership, capacity building and sustainability; a major planning and operating principle of the HRP program -- and the single most important standard by which its long term success will be evaluated -- is “Colombianization”. A crucial goal of the HRP program is that, within five years Colombian HRP partners -- State and civil society -- will have developed the capacity to independently (technically and financially) sustain an enhanced human rights system; and that they will be able to do so without reliance on the considerable levels of assistance now received from USAID and other international community donors. The USAID funded HRP program activities should be embedded within the principle of Colombianization.

Selectivity - Allocate resources based on need, counterpart commitment and with sensitivity and respect for US and Colombian foreign policy interests.

Assessment - Conduct careful research, adapt best practices, and design for national and local conditions.

Results - Focus resources to achieve clearly defined, measurable and strategically-focused objectives.

Partnership - Collaborate closely with Colombian State partners, communities, donors, NGOs, the private sector, international organizations, and universities.

Flexibility - Adjust to changing conditions, take advantage of opportunities, and maximize efficiency.

Accountability - Design accountability and transparency into systems and build effective checks and balances to guard against corruption.

(i) Executive branch and State human rights sector organizations:

Executive branch offices involved in designing Human Rights reform programs and HR system reform initiatives include the <http://www.dnp.gov.co/> Department of National Planning (DNP), Ombudsman (Defensoria del Pueblo), Ministry of Interior and Justice, Human Rights Office of the Ministry of Foreign Affairs, Procuraduría, , Human Rights Unit of the Colombian National Police, Constitutional Court, Human Rights Unit of the Attorney General's Office-in coordination with DOJ, and the Vice President's Human Rights Office.

(ii) Civil Society Organizations (CSOs):

CSOs with proven capacity to shape the public policy agenda for HR system strengthening; CSOs able to conduct independent analyses on the state of Human Rights in Colombia, and/or able to effectively conduct public information/education programs in support of program objectives. The implementation of the activities will require continuous, strong and meaningful participation of credible and technically capable civil society organizations, specifically, CSOs with proven capability to provide advocacy for and impulse to sound planning for reform, and achievement and sustainability of long term program goals. In addition, rural based grass roots CSOs will need to be integrated into the reform effort to give voice to underserved and often marginalized communities.

B(7) COORDINATION WITH OTHER BILATERAL INTERNATIONAL DONORS

Whereas the selected contractor shall explore and seek Human Rights system strengthening synergies with the other USAID/Colombia Strategic Objectives (e.g. the Justice, Internally Displaced Persons and other Vulnerable Populations, Demobilization and Reincorporation, Policy/Governance portfolios). The contractor shall be required to support USAID's efforts to effectively coordinate with international donors in program areas.

Synergies between USAID and Donor programs

USAID is not alone among the international cooperating partners in the effort to strengthen Colombia's Human Rights system or to enhance government integrity and control of prevention, protection and response mechanisms. A diverse collection of donor programs are underway that directly or indirectly address democracy and governance reform areas in Colombia. In the Democracy Governance (DG) arena, donor programs lie in five main categories: 1) governance reform; 2) accountability and corruption; 3) good governance and human rights; 4) rule of law; and, 5) decentralization.

However, while individual donor portfolios appear to have an impressive number of DG related programs, upon closer analysis project approvals, plans and implementation schedules are frequently limited to assessments, studies or small community focused initiatives. Donor programs have been further delayed and complicated in 2005 and early 2006 by issues of security, policy, lack of continuity and turnover of key GOC officials. Also, failure of the government to meet conditions precedent to disbursements has resulted in slowed starts in a number of the multi-lateral programs. Some donors have adopted a strategy to slow down programs until the implementing environment improves. The number of programs funded but not implemented complicates the process of identifying programmatic redundancies, duplicative efforts, and gaps.

A major difficulty in achieving effective development in Colombia is lack of inter-institutional cooperation within and between key government institutions. Capacity building for improved cooperation and coordination between key actors is critical to attain the government's goal of an effective justice sector able to contribute effectively to the GOC's overarching goals of peace, security and economic growth.

A table of donor programs in the human rights sector is provided as ANNEX C entitled "Accion Social compilation of human rights projects being executed in Colombia".